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Draft Iraq country strategic plan (2025–2029)

Duration	1 March 2025–31 December 2029
Total cost to WFP	USD 163,483,416

Executive summary

Iraq has emerged from conflict and insecurity and set forth on an ambitious path to addressing climate change, social protection issues, poverty and food insecurity. However, significant challenges remain: poverty is widespread and there are few employment opportunities for the country's young and growing population; unemployment and underemployment rates are particularly high among young people, women and persons with disabilities; and inequality impedes women's ability to contribute to economic and social development. In 2024, the Government of Iraq continues to face challenges in responding to humanitarian needs, with more than 1 million internally displaced persons and 4.8 million returnees within the country, which continues to host an estimated 300,000 refugees and asylum seekers.

Climate change poses a risk to national food systems, with water scarcity and environmental degradation diminishing the capacity to increase agricultural productivity, rendering Iraq increasingly dependent on food imports to meet its needs. Malnutrition is a growing concern, particularly obesity stemming from unhealthy dietary habits, while inefficient social safety nets and limited opportunities in the private sector further hamper efforts to reduce poverty and food insecurity.

Over the years, WFP's role in Iraq has shifted from that of an implementer to an enabler of programmes, with an increasing focus on supporting the Government and handing programmes over to government counterparts able to effectively meet the food security needs of the population. In line with the Government's social and development agenda, under this country

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strategic plan WFP aims to sharpen its efforts in shock-responsive and inclusive social protection, accelerating climate resilience at the household, community and institutional levels, and improving the economic inclusion of the people most vulnerable to food insecurity, particularly in ways that strengthen food systems and reduce the burden on national safety nets. By modelling approaches and providing technical assistance and operational support, WFP will ensure that capacity strengthening initiatives foster linkages between disaster risk management, social protection and resilient food systems, including through climate-adaptive and gender-transformative approaches, while simultaneously raising awareness regarding nutrition and healthy diets.

In line with Iraq's Vision 2030, the Government's national development plan for 2024–2028 and the United Nations sustainable development cooperation framework for 2025–2029, WFP's country strategic plan for Iraq for 2025–2029 seeks to achieve the following outcomes:

- Crisis-affected people in Iraq, including internally displaced persons and returnees, are able to meet their food and other basic needs during and in the aftermath of crises.
- Targeted people in Iraq have more resilient livelihoods and benefit from improved food systems by 2029.
- National and subnational institutions in Iraq have enhanced ability to anticipate, prepare for, adapt and respond to shocks and stressors through improved disaster risk management and a more effective social protection system by 2029.

Draft decision*

The Board approves the Iraq country strategic plan (2025–2029) (WFP/EB.1/2025/7-A/2) at a total cost to WFP of USD 163,483,416.

* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

1. Country analysis

1.1 Country context

1. Iraq is an upper-middle-income country that ranks 128th of 193 countries on the Human Development Index.¹ The country's diverse population includes several ethnic, religious and linguistic minority groups. More than 60 percent of the people are under the age of 24,² 70 percent live in urban areas, and the population is expected to grow from 43 million in 2023 to 74 million by 2050.³ Iraq's economy is heavily dependent on oil revenue, which accounts for 42 percent of annual gross domestic product and 85 percent of government expenditure,⁴ rendering the economy highly vulnerable to fluctuations in oil prices.
2. The Government of Iraq has made progress on an ambitious path towards inclusive and sustainable development, striving to overcome significant and interconnected environmental, security-related, political and socioeconomic challenges. However, decades of conflict and political instability have left a legacy of damaged infrastructure, impaired delivery of basic social services, and fragile water and energy supplies. By April 2024, more than 4.8 million Iraqis had returned to their places of origin, yet more than 1 million remain displaced, with many requiring assistance to meet their needs, reintegrate into their communities and rebuild their livelihoods.⁵ The 2024 humanitarian transition strategy highlights the fact that almost 1 million internally displaced persons and returnees continue to rely on humanitarian assistance, while Iraq also hosts and supports 300,000 refugees and asylum seekers, 247,000 of whom are Syrian refugees living in the Kurdistan Region of Iraq.
3. Climate change presents a major threat to national food systems, with extreme and frequent heat waves, water scarcity and high salinity levels. Iraq ranks 21st of 167 countries likely to face water stress in 2040⁶ and faces a diverse range of hazards, such as droughts, floods, sandstorms and earthquakes. With the increased frequency and severity of those hazards, climate change is emerging as one of the most significant threats to food security; a 2022 World Bank report noted Iraq's vulnerability to climate change and called for urgent action.⁷
4. Iraq ranked 154th of 156 countries on the Global Gender Gap Index.⁸ Of the 11 percent of women who are employed, most work in the formal public sector in education or as skilled agricultural workers in the informal sector. Women's contribution to the economy is hampered by restrictive policies and social norms, limited employment opportunities and an unequal division of household labour. Despite being pivotal to local and rural economies, rural women are inhibited by cultural norms and traditional practices that restrict their access to resources, healthcare and community decision-making processes.⁹

¹ United Nations Development Programme. 2024. *Human Development Report 2023/2024. Breaking the gridlock: Reimagining cooperation in a polarized world.*

² World Health Organization *data on Iraq in 2023.*

³ United Nations. 2023. *Common Country Analysis: Iraq 2023.*

⁴ World Bank. 2022. *The World Bank in Iraq: Overview.*

⁵ International Organization for Migration. 2024. *Navigating the Effects of Displacement: Iraq. Insights From Internally Displaced, Host Community and Returnee Populations.*

⁶ World Resources Institute. 2015. *Aqueduct Projected Water Stress Country Rankings.* The model uses climate and socioeconomic data to score and rank future water stress, which is a measure of the competition for and depletion of surface water.

⁷ World Bank. 2022. *Iraq – Country Climate and Development Report.*

⁸ World Economic Forum. 2021. *Global Gender Gap Report 2021.* The score measures gender equality based on the gaps between women and men in terms of their access to participation in four key dimensions: economic participation and opportunity, educational attainment, health and survival, and political empowerment.

⁹ United Nations. 2023. *Common Country Analysis: Iraq 2023.*

1.2 Progress towards the 2030 Agenda for Sustainable Development

5. Iraq has embraced the 2030 Agenda for Sustainable Development through its Vision 2030 and the national development plan for 2024–2028. The Government's agenda aims to combat corruption, address unemployment, reduce poverty and vulnerability, reform the economy and finances, and improve government services. A national committee for sustainable development, chaired by the Ministry of Planning, monitors progress towards the Sustainable Development Goals (SDGs). Iraq has submitted two Voluntary National Reviews, in 2019 and 2021. However, there is a lack of data needed to measure progress towards the SDGs, with sufficient data only available in relation to 9 of the 17 goals.¹⁰ The 2023 sustainable development report ranked Iraq as 105th of 166 countries, with 41 percent of SDG targets achieved or on track towards achievement.¹¹

1.3 Progress towards Sustainable Development Goals 2 and 17

Progress on Sustainable Development Goal 2 targets

6. The national development plan for 2024–2028 prioritizes food security and poverty alleviation through a programme of investment in social protection, climate change adaptation and human capital development. Under this plan, the Government also collaborates with humanitarian partners to find durable solutions for supporting displaced persons.¹²
7. *Access to food.* The public distribution system offers near-universal access to some basic food items and currently reaches most of the population, placing considerable strain on national budgets and contributing to inefficiencies in targeting the people most vulnerable to food insecurity. Iraq relies heavily on imports to meet people's food needs, making access to food susceptible to price fluctuations driven by global oil and food prices. In 2023, the consumer price inflation rate was 7.2 percent.¹³ The increasing cost of a nutritious food basket means that access to a healthy diet is challenging.
8. Poverty remains the main determinant of food insecurity in Iraq, where an estimated 30 percent of the population live in poverty, including more than 8 million children living in multidimensional poverty.¹⁴ The unemployment rate is 11 percent among adults and more than three times higher among young people, at nearly 36 percent.¹⁵ The labour force is characterized by a large government sector, which accounts for 37 percent of the workforce, widespread informal employment, and low levels of participation among women, who account for 10 percent of the workforce,¹⁶ and persons with disabilities, accounting for 11 percent.¹⁷
9. *End malnutrition.* According to the Global Nutrition Report, between 2011 and 2018 the prevalence of stunting among children under 5 halved to 9.9 percent in Iraq.¹⁸ In contrast, the prevalence of obesity among children and adolescents aged 5 to 19 is estimated to have

¹⁰ *Ibid.*

¹¹ United Nations. 2024. *Draft United Nations sustainable development cooperation framework Iraq (2025–2029)* (unpublished).

¹² Government of Iraq, Ministry of Planning. General framework of the national development plan. (PowerPoint presentation, unpublished); Iraq Humanitarian Country Team. 2024. *Roadmap: Accelerating the Implementation of the National Plan to Resolve Displacement in Iraq*.

¹³ World Bank. 2023. *Iraq Economic Monitor, Spring/Summer 2023. Reemerging Pressures: Iraq's Recovery at Risk*.

¹⁴ United Nations. 2023. *Common Country Analysis: Iraq 2023*.

¹⁵ International Labour Organization. 2022. *Iraq Labour Force Survey 2021*.

¹⁶ *Ibid.*

¹⁷ International Labour Organization. 2024. *Iraq National Strategy to prevent and reduce inequalities in the World of Work (2024–2028)*.

¹⁸ Global Nutrition Report. *Country Nutrition Profiles: Iraq*.

grown from 12 percent in 2011 to 18 percent in 2022.¹⁹ As a result of unhealthy diets, the prevalence of non-communicable diseases such as type-2 diabetes and cardiovascular diseases is rising.²⁰ In poorer households, reliance on staple foods from the public distribution system may contribute to the overconsumption of calorie-dense foods with limited nutritional content.

10. *Smallholder productivity and incomes.* Employment in agriculture is almost entirely informal, even though it accounts for 20 percent of total employment.²¹ Predominantly rainfed, arable land makes up only 21 percent of Iraq's land area, and nearly half of it is utilized for seasonal grazing owing to its poor quality.²² Climate-related shocks render smallholder farmers even more vulnerable to the loss of their livelihoods, with an estimated 130,000 Iraqis displaced by the effects of climate change, while it is estimated that as much as 40 percent of arable land in the south of the country might be lost to desertification.²³
11. *Sustainable food systems.* The value chain for food suffers from significant losses due to poor harvesting, storage, packaging and transportation practices.²⁴ Climate-related shocks contribute further to the diminishment of crop yields and arable land. Dependence on food imports and heavy reliance on a primary source of export earnings place the food system at further risk. Government policies and bureaucratic procedures related to the food system, while sometimes necessary, have hampered opportunities for the private sector and the provision of financial services for smallholder farmers.

Progress on Sustainable Development Goal 17 targets

12. *Policy coherence.* In the national development plan, the Government invites donors and agencies to provide capacity strengthening interventions that support its social agenda, including in the areas of social assistance, school feeding and disaster risk management, and enable institutions and systems to deliver efficient, effective and inclusive services that are shock-responsive and can adapt to the growing risks arising from climate change. The national social safety net (SSN) is the main cash-based poverty alleviation programme in the social protection system and reaches more than 5 million people.²⁵ Challenges persist, however, and data from 2020 indicate that almost 27 percent of vulnerable people received cash benefits through social assistance programmes, but only 1.4 percent of persons with severe disabilities received disability cash benefits.²⁶
13. Although the substantial work being carried out on Iraq's single registry aims to facilitate interoperability among various social protection programmes and national information systems, efforts are hindered by insufficient use of information and communication technology coupled with limited capacity for digitalization. Improvements to support national reform and digitalization efforts would help the Government to enhance social protection coverage and benefits through a lifecycle approach. The Government has requested WFP's support for the development of "graduation pathways" that link people to

¹⁹ World Health Organization data. [Prevalence of obesity among children and adolescents aged 5 to 19 years. Iraq.](#) (accessed July 2024).

²⁰ Sabeeh, H.K., Ali, S.H. and Al-Jawaldeh, A. 2022. "Iraq Is Moving Forward to Achieve Global Targets in Nutrition" in *Children*, 9(2): 215.

²¹ United Nations. 2023. [Common Country Analysis: Iraq 2023.](#)

²² Food and Agriculture Organization of the United Nations. 2021. [Agricultural value chain study in Iraq – Dates, grapes, tomatoes and wheat.](#)

²³ Norwegian Refugee Council. 2023. [Inadequate and inequitable: water scarcity and displacement in Iraq.](#)

²⁴ *Ibid.*

²⁵ International Labour Organization. 2022. [Position Paper: Building Iraq's Social Protection Floor – Framework and Recommendations.](#)

²⁶ United Nations. 2023. [Common Country Analysis: Iraq 2023.](#)

livelihood opportunities and facilitate their graduation from chronic poverty and dependency on social assistance, thereby reducing the strain on national budgets.

14. *Enhanced global partnership.* In 2021 the Government renewed its commitment to combating climate change under the United Nations Framework Convention on Climate Change and set ambitious targets for reducing greenhouse gas emissions. In 2023, the Government joined the School Meals Coalition and included school feeding as a component of the national social protection system. However, reaching all schoolchildren in Iraq remains challenging, especially with regard to supply chains, digitalization and programme management.

1.4 Hunger gaps and challenges

15. Iraq's common country analysis identifies children, young people, women, persons with disabilities, refugees, internally displaced persons, returnees and some ethnic minorities as being among the most vulnerable people in Iraq.²⁷ Poverty, food insecurity and malnutrition are growing concerns among these groups, who are also more likely to face challenges in obtaining access to services. High unemployment and underemployment rates and vulnerability to food price fluctuations and to climate-related shocks are among the intersecting factors that increase the risk of poverty and malnutrition. In addition, despite the Government's efforts to issue national civil documentation, an estimated 430,000 people – especially displaced persons, returnees and stateless people – lack at least one core civil document.²⁸ A lack of civil documentation impedes people's access to essential public services and social security benefits.
16. *Data and analysis.* Detailed, nationwide quantitative and qualitative data on food security, livelihoods, nutrition and risks at the community, household and individual levels are lacking, undermining the ability of the Government and other actors to determine needs and target vulnerable people for assistance. The availability of timely, good-quality data is essential for both disaster risk management and social protection systems.
17. *Social cohesion.* Socioeconomic stressors, including the frustration of unemployed young people, create an ever-present risk of social unrest, which is exacerbated by political divisions, ongoing regional conflicts and socioeconomic inequality. Disparities based on ethnicity, gender and religion further compromise social cohesion and durable solutions and deepen existing gaps, particularly in access to essential services such as education, healthcare and social protection.²⁹ Reducing inequality and ensuring equity and inclusion are therefore important elements in improving social cohesion.³⁰
18. *Emergency preparedness and response.* The Government faces challenges in its ability to efficiently respond to emergencies and meet the basic needs of affected people. Those challenges pertain to coordination, information management and the logistics capacity to reach people. Appropriate information systems and capacities for responding to shocks – including efficient logistics support, anticipatory action, access to insurance, a scalable social protection system, and effective coordination between the social protection and disaster risk management systems – are needed to enable efficient and robust preparedness and response efforts.

²⁷ *Ibid.*

²⁸ *Ibid.*

²⁹ *Ibid.*

³⁰ United Nations Development Programme Iraq office. 2022. [Sustainable peace in Iraq: An integrated approach to social cohesion](#) (accessed July 2024).

2. Strategic implications for WFP

2.1 Achievements, lessons learned and strategic changes for WFP

19. This country strategic plan (CSP) builds on WFP's strengths and long experience in Iraq. Recognized for its strong presence at the community level, WFP is valued as a key partner in promoting change at the humanitarian-development-peace nexus, contributing to efforts that promote stability and long-term peace and supporting country capacities for shock-responsive, adaptive and inclusive development.
20. The CSP is informed by lessons learned from a decentralized evaluation of WFP's livelihoods support, asset creation and climate change adaptation activities, the CSP evaluation of 2024 and preliminary findings from the 2024 audit of WFP's operations in Iraq.³¹ The evaluations found that WFP's activities were well aligned with national priorities and strategies. WFP was flexible and responsive to changes in conditions and grounded its work in effective partnerships while leveraging its comparative advantages in emergency response, digitalization, development and operational presence at the community level. The evaluations also highlighted that WFP's joint efforts with other United Nations entities helped to strengthen social protection, climate change adaptation and disaster risk management. In implementing livelihood interventions, WFP successfully included women, young people and persons with disabilities, supporting their economic empowerment and access to finance. Meanwhile, the organization's work on climate change and social safety nets, along with its operational capacity and countrywide reach, have positioned it to contribute to efforts to address issues at the intersection between climate resilience and food security.³² The CSP evaluation commended WFP for its work on strengthening capacities for the national school feeding programme, which was successfully handed over to the Government and incorporated into the social protection system.³³
21. The CSP is in line with the main recommendations from the CSP evaluation and the preliminary 2024 audit recommendations. Through its implementation, WFP will:
 - focus on capacity strengthening in areas where it has a comparative advantage, such as climate resilience, emergency preparedness and response, and social protection;
 - design interventions in line with a comprehensive resilience-building and climate action strategy that includes pathways to integrated food systems and livelihoods, utilizing WFP's corporate approaches to the strengthening of targeting and programme design and leveraging past strategies and efforts with government counterparts;
 - develop a realistic timeline and pathway for transitioning from the provision of direct assistance to more capacity strengthening focused activities, while maintaining targeted support to assist the Government in fully reaching the most vulnerable people and communities during the transition and handover;
 - with partners, develop a shared vision of social protection in Iraq and agree on strategic and integrated approaches that support government systems, including by ensuring the availability of technical capabilities and appropriate private sector partnerships for long-term investments;

³¹ WFP. 2023. *Evaluation of WFP Livelihood Support, Asset Creation, and Climate Adaption Activities in Iraq from January 2020 to December 2021*; and "Summary report on the evaluation of the transitional interim country strategic plan (2018–2019) and the country strategic plan (2020–2024) for Iraq" (WFP/EB.1/2025/6-B/1).

³² *Ibid.*

³³ International Labour Organization. 2022. *Position Paper: Building Iraq's Social Protection Floor – Framework and Recommendations*.

- develop a model for retaining emergency response capacity as a contingency.
- leverage partnerships for sustainable change and access to specialist expertise;
- embed a gender-transformative and disability-inclusive approach into all interventions, particularly activities related to emergency preparedness and social safety nets; and
- enhance community engagement through a redesigned community engagement strategy and a refined community feedback mechanism.

2.2 Alignment with national development plans, the United Nations sustainable development cooperation framework and other frameworks

22. The Government has defined four interlinked pillars for prioritizing actions undertaken as part of its national development plan. Efforts in social protection, poverty reduction and human capital advancement are interlinked with digital transformation and measures for improving governance, furthering climate change mitigation and adaptation and strengthening the business environment for the private sector. WFP has engaged extensively with other United Nations entities, including for the development of the United Nations sustainable development cooperation framework (UNSDCF) for 2025–2029, to ensure close alignment with WFP’s CSP. The UNSDCF provides the strategic framework for the work of agencies that support the national agenda, with WFP contributing to combined efforts to build resilience, adapt to climate change and meet emergency food needs by providing assistance to the people at greatest risk of food insecurity and exclusion from development efforts. Emphasis will also be placed on working jointly with key United Nations partners and other stakeholders on strengthening the preparedness and response capacities of social protection and food systems.

2.3 Engagement with key stakeholders

23. WFP initiated the CSP design process with a consultative multi-stakeholder review of Iraq’s progress in implementing the recommendations of the 2018 zero hunger strategic review. Feedback on Iraq’s journey towards zero hunger was gathered from government ministries, partner agencies and donors, with an emphasis on WFP’s areas of comparative advantage. Additional consultations were held with a broad range of partners – including government ministries, donors, other United Nations entities and representatives of marginalized groups, including groups led by persons with disabilities or women exposed to intersecting forms of vulnerability – to validate the strategic direction that WFP intends to pursue in Iraq. The needs and concerns of beneficiaries and communities were captured through comprehensive post-distribution monitoring and taken into consideration in the design of the CSP. WFP also used a new integrated tool for cross-cutting context analysis and risk assessment, which drew on extensive analysis of data collected from focus group discussions in communities and key informant interviews, providing crucial insights that helped to shape the design of the CSP.

3. WFP strategic portfolio

3.1 Direction, focus and intended impacts

24. WFP will continue its strategic shift from the direct implementation of programmes to a focus on country capacity strengthening for Iraq’s institutions and systems. WFP’s efforts will contribute to the strengthening of Iraq’s social protection and disaster risk management systems, enabling them to provide effective, inclusive, gender-transformative, nutrition-sensitive and climate change-adaptive programmes that promote improvements and resilience within food systems. WFP will retain its capacity for emergency preparedness so that it can support the Government in responding to humanitarian needs and priorities

as and where needed, in a manner consistent with the humanitarian principles of humanity, neutrality, impartiality and operational independence.

25. This CSP has three interrelated outcomes that are aligned with WFP's strategic plan for 2022–2025. They are predicated on the following theory of change:
- *If* WFP strengthens the capacity of national and subnational institutions and programmes to efficiently and effectively provide inclusive, nutrition-sensitive and shock-responsive social protection and disaster risk management while maintaining a minimum level of emergency preparedness so as to assist crisis-affected people in meeting their immediate food and other basic needs,
 - *and* works with communities, the Government and other stakeholders on strengthening national capacities to manage shocks and stressors – especially those related to climate change, enhancing natural resource management and building the resilience of smallholder farmers and other value chain actors so as to ensure that food systems are resilient, sustainable and able to adapt to climate change,
 - *then* the resilience and food security of vulnerable people in Iraq will improve and the Government will have enhanced capacity to achieve SDGs 2 and 17.
26. This CSP will emphasize gender equality, protection, accountability to affected people, conflict sensitivity and environmental sustainability in the delivery of safe, accessible and inclusive programming and community feedback mechanisms. WFP will mainstream nutrition throughout the CSP portfolio, placing an emphasis on healthy diets and partnering with key nutrition stakeholders to advocate the integration of nutrition into information systems, evidence generation, policies and programming.

3.2 Country strategic plan outcomes, WFP strategic outcomes, focus areas, expected outputs and key activities

Country strategic plan outcome 1: Crisis-affected people in Iraq, including internally displaced persons and returnees, are able to meet their food and other basic needs during and in the aftermath of crises

27. As the Government of Iraq and the Kurdistan Regional Government work to implement durable solutions for displaced populations,³⁴ under CSP outcome 1 WFP will support the humanitarian–development–peace nexus approach and Iraq's emergency response capacity by ensuring that crisis-affected women, men, girls and boys – especially returnees, people without civil documentation and other vulnerable or marginalized people – have access to food assistance and are able to meet their basic needs.

WFP strategic outcome

28. CSP outcome 1 is aligned with WFP strategic outcome 1: People are better able to meet their urgent food and nutrition needs.

Focus area

29. The focus area of CSP outcome 1 is crisis response.

Alignment with national priorities

30. CSP outcome 1 is aligned with UNSDCF strategic outcomes 1, "By 2029, people in Iraq, particularly women, girls, youth, and vulnerable and marginalized populations, benefit from improved access to high-quality, inclusive, accessible, and equitable social services and a functional, responsive, and rights-based social protection system", and 4 "By 2029, people in Iraq, particularly women, girls, youth, and vulnerable and marginalized populations,

³⁴ Government of Iraq. [Iraq Durable Solutions Newsletter](#).

benefit from transparent, accountable, inclusive, and effective governance in institutions that enhance peace, the rule of law, and human rights". CSP outcome 1 is also aligned with the work of the durable solutions taskforce.³⁵

Expected outputs

31. The following output will contribute to the achievement of CSP outcome 1:
 - Output 1.1: Crisis-affected people, including internally displaced persons and returnees, benefit from nutrition-sensitive food assistance that meets their food and other basic needs.

Key activities

Activity 1: Provide unconditional food assistance to internally displaced persons, returnees and other crisis-affected people

32. WFP will provide life-saving and nutrition-sensitive food assistance through cash-based transfers (CBTs) that meet the basic needs of targeted crisis-affected people. To encourage healthy diets, WFP will integrate more nutrition-sensitive programming through social and behaviour change communication and special consideration for household members with specific nutritional needs, such as pregnant and breastfeeding women and girls. WFP will work with the Government of Iraq and other partners, which will complement WFP's assistance by providing for the non-food needs of crisis-affected people.
33. Based on assessments and evidence, WFP will consider the differing needs of women, men, girls and boys, persons with disabilities and other people at risk of food insecurity and marginalization.

Partnerships

34. WFP will work within the humanitarian country team to ensure collaboration with humanitarian partners, the Government of Iraq and the Kurdistan Regional Government in addressing the humanitarian needs of internally displaced persons, refugees, returnees and other crisis-affected people. WFP will also continue to collaborate with the Office of the United Nations High Commissioner for Refugees (UNHCR), the International Organization for Migration (IOM) and the United Nations Children's Fund (UNICEF), and will engage with national and international non-governmental organizations (NGOs) on strengthening accountability to affected people, promoting gender equality and disability inclusion, and enhancing nutrition-sensitive social and behaviour change communication initiatives. On platforms such as the Iraq Cash Forum, WFP will facilitate dialogue, information sharing and capacity strengthening among humanitarian actors, government agencies and financial service providers, thereby promoting synergy and coherence in humanitarian response efforts.

Assumptions

35. The achievement of CSP outcome 1 assumes that the Government of Iraq and the Kurdistan Regional Government will follow the "Roadmap for Accelerating the Implementation of the National Plan to Resolve Displacement in Iraq",³⁶ that funding will be available to meet needs, and that conflict does not impede the delivery of humanitarian assistance.

³⁵ *Ibid.*

³⁶ Iraq Humanitarian Country Team. 2024. [Roadmap: Accelerating the Implementation of the National Plan to Resolve Displacement in Iraq](#).

Transition/handover strategy

36. WFP plans to hand over the provision of emergency food assistance to the Government by the end of 2027. This will be enabled through capacity strengthening efforts focused on capacities in anticipatory action, early warning, preparedness and response and strengthening the architecture and operational efficiency of the social protection system so that it enables the Government to effectively and independently meet the needs of all crisis-affected people. In addition, WFP will continue to advocate in the durable solutions taskforce for solutions that prioritize the safety, dignity and voluntary choices of crisis-affected people.

Country strategic plan outcome 2: Targeted people in Iraq have more resilient livelihoods and benefit from improved food systems by 2029

37. Based on a comprehensive resilience building and climate action strategy, WFP will design integrated packages of livelihood support aimed at fostering economic empowerment and enhancing resilience to climate change at the household, community and institutional levels. Through the interventions designed, WFP will assist marginalized people, prioritizing those with intersecting vulnerabilities, in gaining skills, enhancing their employability and obtaining access to more resilient livelihood opportunities. In rural areas with a high risk of food insecurity, WFP will work with communities and other stakeholders to strengthen their capacities to manage shocks and stressors by enhancing natural resource management and access to economic and marketing resources and climate-related services. WFP will also help to build the capacities and resilience of smallholder farmers and other value chain actors by promoting food systems that are sustainable and resilient to climate change.

WFP strategic outcome

38. CSP outcome 2 is aligned with WFP strategic outcome 3: People have improved and sustainable livelihoods.

Focus area

39. The focus area of CSP outcome 2 is resilience building.

Alignment with national priorities

40. CSP outcome 2 is aligned with UNSDCF strategic outcomes 2, "By 2029, people in Iraq, particularly women, girls, youth, and vulnerable and marginalized populations, benefit from more resilient livelihoods and decent work opportunities resulting from a more diversified, inclusive, sustainable, green, and equitable economic development", and 3 "By 2029, people in Iraq, particularly women, girls, youth, vulnerable and marginalized populations, live in a clean, healthy, safe, and resilient environment and have increased resilience to climate change impacts and disaster risks".

Expected outputs

41. The following outputs will contribute to the achievement of CSP outcome 2:
- Output 2.1: Targeted individuals, especially those experiencing intersecting forms of vulnerability, benefit from an integrated package of support, including training and access to livelihood resources and financial services, that helps them to manage shocks and stressors and promote gender equality and market access;

- Output 3.1: Targeted individuals and communities benefit from new or rehabilitated assets, enhanced capacity to use climate-smart technologies, and marketing support that improves agricultural productivity, adaptation to climate change, and access to markets;
- Output 3.2: Targeted communities and government institutions benefit from technical assistance aimed at improving climate services that inform inclusive and locally led anticipatory actions, early warning systems, and disaster risk reduction efforts and therefore reduce the risk of food insecurity;
- Output 4.1: Targeted individuals and communities benefit from WFP services provided to the Government and other actors that improve resilience, climate-adaptive capacities and national food systems.

Key activities

Activity 2: Provide training, financial services, and livelihood support to targeted individuals, including smallholder farmers, to enhance their resilience to shocks and stressors and access to income-generating opportunities

42. WFP will provide a package of livelihood support initiatives that promote resilience to shocks and stressors and foster economic empowerment and resilient livelihoods, prioritizing unemployed young people, women, persons with disabilities, crisis-affected people and other marginalized groups, including smallholder farmers. WFP will join partnership-based efforts to provide targeted individuals with training to develop the skills they need to increase their employability and entrepreneurship and contribute to improving food systems.
43. In rural areas, WFP will provide farmers and other targeted individuals with training and investments aimed at improving agricultural and value chain practices, the use of nature-based solutions and technologies, and access to income-generating opportunities. WFP aims to support smallholder farmers further by improving their post-harvest management practices and increasing access to markets through enhanced access to appropriate financial services.
44. WFP will promote the integration and “layering” of financial services through the Savings, Insurance and Loans Layering (SAILL) approach.³⁷ Building on its success in implementing innovative solutions for financial inclusion, such as the blended finance initiative, [SheCan](#), WFP aims to reach the most vulnerable people with transformative employment and entrepreneurship opportunities, focusing on value chain projects. WFP will aim to facilitate stronger linkages with the private sector in order to increase economic self-reliance, with activities serving as entry points for the financial inclusion of women, young people and persons with disabilities in the targeted communities. In collaboration with the Government and local stakeholders, a climate risk insurance product will be introduced as a mechanism for reducing the risks faced by vulnerable people in rural areas.

Activity 3: Provide targeted communities with climate-adaptive solutions for asset creation and improving food systems while strengthening community capacities to manage shocks and stressors

45. In rural areas affected by degraded ecosystems, WFP will support community-based asset creation and rehabilitation initiatives using climate-smart and resilient technologies that address vulnerabilities related to geographical, environmental and climate-related risks and climate variability. WFP will provide training to enable more efficient management of ecosystem resources – through, for example, community water ponds, nurseries and

³⁷ WFP's SAILL approach combines inclusive microinsurance with financial services such as loans and savings. This approach empowers smallholder farmers and micro-entrepreneurs to effectively mitigate the impacts of climate-related risks while simultaneously enhancing their overall productivity.

afforestation and revegetation initiatives – that contributes to improved agricultural productivity and, subsequently, strengthened food systems.

46. WFP will support capacity strengthening efforts, including through social and behaviour change communication with communities and local institutions to promote climate change adaptation and resilience building. Employing a community-based participatory planning approach, WFP will ensure that activities are designed effectively, are conflict-sensitive and inclusive, and promote social cohesion. WFP will also strengthen capacities for climate information services, early warning and anticipatory action planning through the establishment of locally-led climate action plans and community-based early warning systems. WFP will integrate community-level disaster risk reduction measures into climate action planning so as to enhance preparedness and response capabilities. Through these investments, WFP will improve the capacity of local communities and institutions to manage climate-related risks effectively and to adapt to challenges arising from environmental issues and climate change.

Activity 4: Implement climate resilience projects for targeted individuals and communities on behalf of the Government and other actors

47. WFP's field presence, operational experience with climate resilience, and strong relationships with federal and local governments, communities and other stakeholders have resulted in the Government and other entities requesting the organization to provide services that support climate resilience. Accordingly, as an on-demand service, WFP will provide technical, advisory and operational support to the Government and other national, regional and international actors engaged in climate resilience interventions. Services provided at the request of others will build on WFP's models of the management of climate risks and ecosystem resources by communities and smallholder farmers and will promote the use of climate-smart technologies, the creation and rehabilitation of natural resource assets, and improved marketing practices, while helping to strengthen community governance structures. In addition, WFP has been requested to assist in the design and implementation of nature-based adaptation and mitigation strategies aimed at increasing carbon sequestration and reducing greenhouse gas emissions, thereby supporting Iraq in achieving its commitments in relation to Nationally Determined Contributions.³⁸

Partnerships

48. For activities under this outcome, WFP will work closely with the ministries responsible for higher education, labour and social affairs, agriculture, water resource management and the environment. To promote financial inclusion, WFP will continue to work with the Central Bank of Iraq, the insurance regulator, Diwan and the private sector on modelling support for small-scale loans for microenterprises, and climate risk insurance, especially for women.
49. In line with the UNSDCF, WFP will collaborate closely with other United Nations entities on supporting resilience-building efforts for marginalized people, leveraging the respective comparative advantages of each agency. Specifically, WFP will partner with the International Labour Organization (ILO), IOM and the United Nations Educational, Scientific and Cultural Organization on supporting efforts to enhance livelihood skills and provide vocational training. WFP's work on natural resource management and community resilience building will benefit from partnerships with the International Fund for Agricultural Development (IFAD), the United Nations Environment Programme and the United Nations Development Programme (UNDP), while the Food and Agriculture Organization of the United Nations (FAO) and the International Trade Center will support value chain development. WFP will

³⁸ Government of Iraq. 2022. *Nationally Determined Contributions of Iraq (NDC)* (in Arabic); United Nations Framework Convention on Climate Change. 2015. *Paris Agreement*, Article 6.

collaborate with the United Nations Capital Development Fund on promoting access to resources for entrepreneurs.

Assumptions

50. The successful achievement of CSP outcome 2 depends on continued government investment in and expansion of the private sector and the promotion of private sector engagement in food system value chains. WFP also assumes that participants in income-generating activities will have access to the required inputs and market information, that the Government will continue to prioritize climate change adaptation and that communities will use inclusive and participatory planning and decision making to manage and maintain community assets.

Transition/handover strategy

51. Under this outcome, WFP will develop operational models, enhance community capacities and share experience and learning to inform capacity strengthening efforts that enable the Government and local communities and institutions to assume the ownership of skills development programmes.

Country strategic plan outcome 3: National and subnational institutions in Iraq have enhanced ability to anticipate, prepare for, adapt and respond to shocks and stressors through improved disaster risk management and a more effective social protection system by 2029

52. During the implementation of this CSP, WFP will increasingly focus on country capacity strengthening, supporting engagement and coordination between the social protection system and the disaster risk management system to enable effective responses to shocks and stressors and to mitigate risks. Given the challenges and increased hazards posed by climate change, WFP will support aspects of climate change adaptation by incorporating them into the social protection and disaster risk management systems as shared information systems on hazards, which will include the data on climate-related risks and vulnerability that both systems need in order to be effective. To improve the efficiency of the social protection system, WFP will support the creation of graduation pathways that encourage self-reliance and promote improved targeting of the most vulnerable people for inclusion in the SSN, and by facilitating access to finance, skills enhancement and job opportunities for recipients of SSN support.
53. WFP will focus on areas of its recognized comparative advantage and employ a partnership-based approach that ensures complementarity and harmonization with other actors helping to strengthen the capacities of the humanitarian, food security and climate change adaptation sectors.

WFP strategic outcome

54. CSP outcome 3 is aligned with WFP strategic outcome 4: National programmes and systems are strengthened.

Focus area

55. The focus area of CSP outcome 3 is resilience building.

Alignment with national priorities

56. CSP outcome 3 is aligned with UNSDCF strategic outcomes 1 "By 2029, people in Iraq, particularly women, girls, youth, and vulnerable and marginalized populations, benefit from improved access to high-quality, inclusive, accessible, and equitable social services and a functional, responsive and rights-based social protection system", and 3 "By 2029, people in Iraq, particularly women, girls, youth, vulnerable and marginalized populations, live in a clean, healthy, safe, and resilient environment and have increased resilience to climate change impacts and disaster risks".

Expected outputs

57. The following outputs will contribute to the achievement of CSP outcome 3:
- Output 5.1: National and subnational institutions benefit from technical support aimed at improving emergency preparedness, information systems, and the operational capacities needed to anticipate, prepare for and respond efficiently and effectively to emergencies, shocks and stressors;
 - Output 6.1: National and subnational institutions and social protection programmes, including school feeding, benefit from technical and operational support that improves their efficiency and interoperability in order to better anticipate, prepare for and respond to shocks, promote employment, improve nutrition, and foster gender equality and social inclusion.

Key activities

Activity 5: Provide support to national and subnational institutions to improve capacities related to preparedness, early and anticipatory action and response to emergencies, shocks and stressors

58. WFP will enhance the capacity of the disaster risk management system to enable robust emergency preparedness and improve information management systems and the Government's operational capacity to respond to emergencies. WFP aims to strengthen emergency preparedness and response capacities at the national level, including by supporting the development of a disaster risk management policy and a strategic supply chain plan. WFP will also work to strengthen the Government's capacity to generate evidence on food insecurity, improve information systems by integrating climate information and developing a framework for hazard analysis and early warning systems, and improve the quality and availability of weather-related data through the deployment of weather stations. WFP's capacity strengthening efforts will help to ensure that, should a crisis occur, early and anticipatory action will be triggered, and the response will be rapid, appropriate and effective.

Activity 6: Provide technical and operational support to strengthen the building blocks of the social protection system to anticipate, prepare for, and respond to shocks, promote employment, improve nutrition and foster gender equality and social inclusion

59. WFP will collaborate with development partners to support the Government in achieving a more robust social protection system.³⁹ Specifically, WFP will support digitalization initiatives that strengthen system architecture, knowledge and learning and improve the overall functionality of the main social assistance programmes. WFP will work to strengthen linkages and interoperability among programmes and sectors, including by integrating nutrition-sensitive approaches and including evidence generation and social and behaviour change communication that support the adoption of shock-responsive and adaptive approaches. WFP will also support the adoption of shock-responsive and adaptive, gender-transformative and inclusive approaches.
60. To enhance operational efficiency, WFP will contribute to the development of Iraq's single registry for social protection and enhance the integration of advanced data analytics and data-driven decision making. To promote accountability, WFP will help to establish unified mechanisms for redressing grievances, led by the national data centre.

³⁹ International Labour Organization. 2022. *Position Paper: Building Iraq's Social Protection Floor – Framework and Recommendations*.

61. Using a multi-faceted approach, WFP will support the prioritization of people in situations of vulnerability for inclusion in the SSN and the public distribution system, and the improvement of programme quality and delivery and responsiveness to shocks, especially climate-related shocks, while supporting the reform of the public distribution system.
62. WFP will support the development of a strategy to pilot graduation pathways from the SSN, whose recipients will be encouraged to transition from social assistance through the provision of support for developing micro, small and medium enterprises. The creation of graduation pathways from social assistance will enable the Government to prioritize and better target the most vulnerable people for SSN assistance. The pilot aims to promote economic empowerment opportunities for unemployed young people and women – including those with disabilities – who are able to work and will be carried out in collaboration with partners that support local livelihood interventions. Simultaneously, WFP will build the capacity of the social protection system to facilitate financial inclusion and enable increased access to decent work opportunities.
63. Finally, in line with the needs of the Government, WFP will continue to provide the national school feeding programme with comprehensive technical support aimed at further strengthening the programme's policy framework, optimizing supply chains, planning nutritious meals and raising awareness of healthy diets and environmentally friendly practices.

Partnerships

64. WFP's capacity-strengthening activities will support the Government of Iraq and the Kurdistan Regional Government. At the federal level, WFP will work with national authorities, including the ministries responsible for planning, labour and social affairs, trade, women's affairs, agriculture, education, environment, health, and migration and displacement. WFP will collaborate with related technical agencies, including the Iraqi joint coordination and monitoring centre and the national data centre. In the Kurdistan Region of Iraq, WFP will work with the regional offices responsible for statistics, environmental protection and meteorology and the regional government's joint crisis coordination centre.
65. WFP, UNICEF and ILO will collaborate within the framework of the UNSDCF to ensure the coherence of the support provided to the social protection system. WFP will collaborate with the World Bank, United Nations partners and NGOs on targeting and on supporting the Government with data analysis. For capacity strengthening on emergency preparedness, WFP will collaborate with UNDP and the United Nations Office for Disaster Risk Reduction. WFP will coordinate with the World Bank, UNICEF and ILO and complement their efforts by continuing to implement capacity strengthening for school feeding. WFP will collaborate with UNICEF on strengthening the capacity of the commission on the care of persons with disabilities and special needs. In the provision of graduation pathways, WFP will partner with financial institutions to complement the training that it provides with access to microfinancing that promotes entrepreneurship.

Assumptions

66. This outcome assumes continued strategic cooperation between international financial institutions and United Nations entities on technical support for the main national social assistance programmes, and a sustained commitment from the Government to further strengthening ownership of the national school feeding programme.

Transition/handover strategy

67. WFP's overarching transition strategy in Iraq relies on collaborating with partners to enhance the capacity of the social protection system so that it can keep pace with Iraq's economic development. By the end of 2027, WFP anticipates phasing out the pilot graduation pathway activity and handing over responsibility to the Government for the further development and scale-up of the initiative. WFP aims to hand over its social assistance interventions when the national system is adequate, inclusive and able to promote food security, climate change adaptation and gender equality.

4. Implementation arrangements

4.1 Beneficiary analysis

68. Over the CSP period, WFP aims to reach 62,080 unique direct beneficiaries, of whom 29 percent will be women, 28 percent men, 21 percent girls and 22 percent boys.
69. Under activity 1, WFP will assist 13,000 returnees who are based in settlements and have been repatriated from the northeast of the Syrian Arab Republic by the Government of Iraq. Through referrals received from UNHCR, IOM and needs-based assessments for targeting, WFP plans to reach a further 14,000 crisis-affected people, including approximately 2,300 households of internally displaced persons who do not possess the necessary civil documentation to gain full access to national social protection schemes. As the coverage of the SSN expands, WFP plans to progressively reduce the number of beneficiaries targeted under activity 1, handing over full responsibility for implementation to the Government by the end of 2027.
70. Under activity 2, WFP will target 2,450 vulnerable young people, including persons with disabilities; 1,180 smallholder farmers; and a further 1,800 community members for participation in livelihoods-related capacity-strengthening activities, under which WFP will also provide participant households with food assistance. WFP's targeting strategy will draw on integrated context analysis to define geographical targeting, while working with the Government at the local level to design approaches for appropriate targeting at the community and household levels, using vulnerability criteria as well as food security criteria where applicable and in line with WFP's corporate approaches and tools for targeting for resilience-building initiatives.
71. Under activity 3, the targeting and selection of participant communities will be based on geographical targeting using integrated context analysis, the Iraq household socioeconomic survey, land use and land cover data,⁴⁰ and other vulnerability criteria to be decided in conjunction with selected local institutions.
72. Under activity 6, WFP will support the SSN in piloting graduation pathways, targeting 2,500 beneficiaries who will be provided with individual capacity strengthening on business development skills. SSN beneficiaries will be invited to register for the programme by submitting proposals for micro, small and medium enterprises. Participants will then be selected based on the commercial viability and sustainable absorptive capacity⁴¹ of their proposals, and their ability to participate in the workforce, with priority given to proposals that aim to strengthen local food systems.

⁴⁰ WFP and Government of Iraq. 2024. [Remote Sensing & Machine Learning Based High-Resolution Land - Use Land Cover Classification Map for Iraq: A Step towards Improved Land and Water Management for Food Security](#); WFP. 2024. [Land Use Land Cover \(LULC\) Classification for the Kurdistan Region of Iraq](#).

⁴¹ In this context, *absorptive capacity* refers to the potential for likelihood that the proposed enterprise to be taken up and brought to scale in a sustainable manner.

4.2 Transfers

73. WFP will provide food assistance through CBTs given that 71 percent of Iraq's population live in urban areas with functional and well-integrated markets.⁴² WFP's use of CBTs will comply with its revised corporate principles and directives for assurance, including through the regular monitoring of prices and market functionality.
74. Under CSP outcome 1, activity 1, the transfer value is designed to give beneficiaries access to a diet of 2,100 kilocalories per day and is based on the minimum expenditure basket and analysis carried out by the Iraq Cash Forum.⁴³ The assistance provided to returnees from the northeast of the Syrian Arab Republic will comprise an electronic voucher covering 80 percent of the minimum expenditure basket, with in-kind food assistance from the Government covering the remaining portion of returnees' food needs. All other crisis-affected beneficiaries will be provided with a multi-purpose cash allowance that is in line with the transfer value set by the Iraq Cash Forum and designed to cover both food and other basic needs.
75. Under CSP outcome 2, activities 2 and 3, the transfer values provided to trainees are designed to compensate for the wages lost owing to participation in the activities and are set in agreement with local authorities and the Iraq Cash Forum. Over the CSP period, WFP will work in consultation with national and local authorities to harmonize transfer values across resilience and climate-related activities, ensuring appropriate alignment with the estimated minimum wage for unskilled labour.

4.3 Country office capacity and profile

76. In 2023, the country office conducted an organizational alignment exercise to determine the human resource capacities needed for its enabler role and to ensure an appropriate organizational profile. This resulted in WFP scaling down three field offices in Iraq and revising its staffing structure to reflect the shift in focus. With the aim of building a structure that can support long-term capacity strengthening efforts, under this CSP, WFP will emphasize the recruitment of qualified national staff to support the capacity strengthening agenda, drawing on international expertise only where suitable national expertise is not available.
77. Currently, 32 percent of national employees are women. Under the new CSP, WFP aims to increase gender parity in the country office through talent acquisition, implementing a recruitment strategy that focuses on identifying and attracting qualified women by engaging with women's networks, professional associations and universities. Efforts will also be made to ensure that WFP policies are inclusive, promote flexibility and are responsive to the needs of women employees.
78. In line with its people policy, WFP will focus on the care and well-being of its personnel, promoting a healthy working environment that is free from harassment or discrimination, and ensuring employees' well-being through a healthy work-life balance and accessibility for persons with disabilities.

⁴² Worldometer website. [Iraq Population](#). Based on data from the United Nations Department of Economic and Social Affairs, Population Division website: [World Population Prospects - Population Division - United Nations](#).

⁴³ Cash Working Group. 2023. [Survival Minimum Expenditure Basket, Minimum Expenditure Basket, Gap analysis and Transfer values for Cash Programming](#).

4.4 Partnerships

79. WFP works with national and subnational institutions, other United Nations entities, NGOs, the private sector, academia and other partners. All CSP activities will be undertaken in close collaboration with other United Nations entities within the framework of the UNSDCF and through joint programming, particularly on social protection.
80. WFP will be guided by the plans and priorities of the Government of Iraq and the Kurdistan Regional Government and aims to be a partner of choice in supporting country capacities for emergency preparedness and response, social protection and community-based climate change adaptation. WFP will continue to invest in successful partnerships with the private sector to promote financial inclusion for vulnerable people and will build on experience and achievements to model public-private partnerships, especially for strengthening country capacities in food supply chains and the promotion of economic empowerment. WFP also intends to be a catalytic partner in Iraq, leveraging global networks, expertise and resources to mobilize technical knowledge and support for national food security initiatives.

5. Performance management and evaluation

5.1 Monitoring and evaluation arrangements

81. The results of regular gender-sensitive and risk-based monitoring and evaluation activities will guide the implementation of the CSP. These activities will be in line with WFP's corporate results framework for 2022–2025 and the minimum monitoring requirements for process, output and outcome indicators. In collaboration with WFP technical units, other United Nations entities and government counterparts, WFP will develop thematic monitoring frameworks aimed at better informing context-specific resilience and development initiatives.
82. WFP will ensure that the measurement and analysis of indicators contribute to broader discussions regarding the humanitarian–development–peace nexus. This approach will help WFP to assess the impact of interventions, focusing on effective, inclusive, gender-transformative, nutrition-sensitive and climate change-adaptive programmes that build resilience. WFP is committed to leveraging all the evidence generated to enhance operational decision making and will continue to collaborate with both central and local governments, along with other partners, on bolstering data gathering and analytical capabilities, including through the provision of training to enhance capacities in the collection and analysis of food security and vulnerability data. These efforts are intended to be in preparation for a gradual handover to government bodies to ensure the sustained monitoring and evaluation of all programmes.
83. Monitoring data will be collected in compliance with WFP's corporate standards, and all outcome data will be disaggregated by sex, age and disability. WFP will improve its monitoring, evaluation and adaptive learning systems, integrating them into decision-making structures and using data for decision making in programming. Third-party monitoring will be strengthened and expanded to complement WFP's internal capacity. As part of the monitoring, review and evaluation strategy for the CSP, a decentralized evaluation is planned for 2026, focused on assessing WFP's livelihoods and climate change portfolio (activity 2). WFP also plans to conduct a mid-term review of the CSP in 2027 and a CSP evaluation in 2028.

84. WFP is committed to enhancing accountability towards the people it serves and ensuring that access to assistance is provided in a safe, dignified and non-discriminatory manner. This will include maintaining inclusive dialogue with beneficiaries through community engagement, feedback mechanisms and process monitoring. WFP will design community feedback mechanisms based on beneficiaries' preferred communication channels and will strive to close feedback loops and use feedback to inform programme adjustments.

5.2 Risk management

Strategic risks

85. Political and economic instability remain a concern in Iraq, with increasing levels of conflict in the country and the region, threatening social cohesion and potentially affecting WFP's capacity to reach beneficiaries and deliver assistance safely. To mitigate the risk exposure, in collaboration with the United Nations Department for Safety and Security, WFP will endeavour to ensure the safety of its personnel through regular security monitoring and information sharing and the provision of training on conflict sensitivity for its own personnel and that of its partners, ensuring the capacity for remote and third-party monitoring where necessary. Prior to the start of the CSP, WFP will carry out context-specific conflict sensitivity analysis and draw from recommendations to ensure that political and economic considerations are reflected in the design of all activities, focusing specifically on support for social protection and the ultimate transition to government ownership. WFP will include participatory approaches in its implementation of activities and will use its asset creation activities to encourage social cohesion and local commitment to the management of natural resources.
86. Shrinking humanitarian funding and limited multi-annual funding jeopardize WFP's capacity to meet humanitarian and resilience-building needs. To mitigate this risk, WFP will continue its advocacy efforts, seeking stable, flexible and multi-year funding, opportunities for joint programming and partnerships with the private sector and harnessing opportunities for innovative financing where feasible, including through individual giving campaigns and thematic funding streams.

Operational risks

87. Despite the significant progress achieved by the Government, the persistent lack of capacities in financial services, information technology and cyber security pose a risk to WFP's ability to deliver CBTs and implement technology-based solutions for data analysis and management in Iraq. Compounding this risk is the limited national capacity to manage community engagement. To address this, WFP will work with the Government on integrating security standards into software requirements and development processes. WFP will monitor the delivery of CBTs through strengthened internal control systems and robust accounting policies. WFP will also develop and implement a community engagement strategy and will collaborate with the Government and partners on improving the processes and management of the services needed for a strong, nationally owned and managed social protection system.

Fiduciary risks

88. At the humanitarian–development–peace nexus, security remains a serious concern as internal conflict fluctuates, posing an increased risk to the safety and security of the personnel of WFP and its cooperating partners and impeding operational access. To mitigate risks to personnel, WFP will draw on conflict sensitivity analysis when implementing programmes, ensuring the retention of dedicated staff capacity and stringently following United Nations security protocols. WFP will maintain strong risk management frameworks and contingency planning for mitigating risks to employees' safety and security.

5.3 Social and environmental safeguards

89. As restrictive social norms and gender barriers exacerbate inequalities, WFP seeks to address specific barriers facing women, including restricted access to and control over productive resources such as land, and their limited ability to engage in formal employment. WFP will benefit from a dedicated staff member overseeing gender and inclusion issues, conflict sensitivity and accountability to affected people. All activities will be carefully designed to avoid perpetuating inequalities or causing unintended harm. WFP will take steps to identify and mitigate risks related to conflict sensitivity where feasible and will ensure that community feedback mechanisms are available.
90. The CSP will be aligned with WFP's environmental and social sustainability framework: environmental and social risk screening will be carried out to ensure that risks are identified and appropriately managed. Climate-related and resilience-building programmes will be designed in an environmentally and socially sound manner, using community planning approaches to promote social cohesion and reduce potential conflict over resource management. Beyond risk mitigation, programmes will aim to maximize environmental and social benefits wherever possible.
91. WFP will ensure that the CSP is aligned with its policies on protection and accountability and on protection from sexual exploitation and abuse, that protection risks are assessed, and that activities are implemented and adapted appropriately. To address protection risks, WFP will conduct training for the staff of its country office and partners, raise the awareness of affected communities and strengthen internal reporting and referral procedures.

6. Resources for results

6.1 Country portfolio budget

92. Ten percent of the five-year country portfolio budget of USD 163.5 million is allocated to outcome 1; outcome 2 accounts for 67 percent and outcome 3 for 23 percent. Marking a shift in resource allocation, the budget for CSP outcome 1 will be reduced over the CSP period, from 22 percent in 2025 to less than 7 percent in 2027 and to zero in 2028 and 2029. This shift is in line with the Government's plans to move towards more durable solutions for the support of crisis-affected people and reflects WFP's strategic shift to strengthening country capacities through models of resilience building. WFP expects that activity 4 will attract investments from multiple actors requesting on-demand services that support resilience to climate change.
93. In line with its commitments to gender equality and women's empowerment, WFP has allocated 16 percent of the budget to activities that promote those aims.⁴⁴

⁴⁴ The CSP gender budget is linked to CSP activities and aligned with the objectives of WFP's gender policy, with gender inequalities identified and gender mainstreaming approaches and targeted actions planned for each activity.

COUNTRY PORTFOLIO BUDGET (USD)							
Country strategic plan outcome	Activity	2025	2026	2027	2028	2029	Total
1	1	8 008 438	6 302 961	1 964 047	0	0	16 275 447
2	2	8 629 855	9 488 126	8 248 872	7 270 814	6 034 573	39 672 240
	3	11 980 494	14 758 079	13 168 018	11 331 881	9 683 888	60 922 360
	4	2 737 001	2 745 713	2 416 937	0	0	7 899 651
3	5	1 532 061	2 060 290	2 129 766	2 046 419	1 717 061	9 485 597
	6	6 136 348	6 520 647	5 940 596	5 280 864	5 349 667	29 228 122
Total		39 024 198	41 875 815	33 868 236	25 929 979	22 785 188	163 483 416

6.2 Resourcing outlook and strategy

94. WFP's partnership and resourcing strategy for Iraq links partners' priorities to the outcomes and activities of the CSP and identifies opportunities to enhance partnerships with traditional and non-traditional donors, the Government of Iraq, other United Nations entities, international financial institutions and the private sector. Informed by this analysis and in close collaboration with the Government, WFP will continue to engage with donors to promote multi-year grants for its resilience and development activities, including through potential access to multilateral climate funds. WFP expects that sufficient funding will be secured for activities 2 and 3. However, noting the persistent funding shortfall for crisis response activities, WFP will advocate with the Government and donors for increased support for enhancing the capacity of the social protection and disaster risk management systems to ensure that the food assistance needs of crisis-affected people can continue to be met. WFP will also pursue complementary opportunities for private sector engagement through funding, expertise and advocacy.

ANNEX I**LOGICAL FRAMEWORK FOR IRAQ COUNTRY STRATEGIC PLAN (2025–2029)****SDG 2: Zero hunger****SDG target 1: Access to food**

Country strategic plan outcome 1: Crisis-affected people in Iraq, including internally displaced persons and returnees, are able to meet their food and other basic needs during and in the aftermath of crises

WFP strategic outcome 1: People are better able to meet their urgent food and nutrition needs

Nutrition-sensitive

Focus area: crisis response

Assumptions

The achievement of CSP outcome 1 assumes the Government of Iraq and the Kurdistan Regional Government will follow the “Roadmap for Accelerating the Implementation of the National Plan to Resolve Displacement in Iraq”, that funding will be available to meet needs, and that conflict does not impede the delivery of humanitarian assistance.

Outcome indicators

1.1.1 Food consumption score

1.1.3 Consumption-based coping strategy index (average)

1.1.4 Livelihood coping strategies for food security

1.1.11 Minimum diet diversity for women and girls of reproductive age

1.1.57 Percentage of pregnant and breastfeeding women who agree on key nutrition messages

1.1.97 Percentage of individuals practicing recommended healthy diet behaviour

Activities and outputs

Activity 1: Provide unconditional food assistance to internally displaced persons, returnees and other crisis-affected people

Activity category URT-1.2: Unconditional resource transfer

Output 1.1: Crisis-affected people, including internally displaced persons and returnees, benefit from nutrition-sensitive food assistance to meet their food and other basic needs.

Output standard 1.1: Food insecure and crisis-affected populations have access to nutritious food and cash-based assistance, restored assets and services to meet their urgent needs

SDG target 4: Sustainable food system

Country strategic plan outcome 2: Targeted people in Iraq have more resilient livelihoods and benefit from improved food systems by 2029

WFP strategic outcome 3: People have improved and sustainable livelihoods

Focus area: resilience building

Assumptions

The successful achievement of CSP outcome 2 hinges on continued government investment in and expansion of the private sector, and the promotion of private sector engagement in the food system value-chain. WFP also assumes that participants in income-generating activities will have access to required inputs and market information, that the Government will continue to prioritize climate change adaptation and that communities will use inclusive and participatory planning and decision making to manage and maintain community assets.

Outcome indicators

4.3.1 Food consumption score

4.3.3 Consumption-based coping strategy index (average)

4.3.5 Livelihood coping strategies for essential needs

4.3.25 Percentage of the population in targeted communities reporting benefits from an enhanced livelihood asset base

4.3.26 Proportion of the population in targeted communities reporting environmental benefits

4.3.27 Percentage of FFA supported assets that demonstrate improved vegetation and soil conditions

4.3.30 Average percentage of smallholder post-harvest losses at the storage stage

4.3.32 Climate adaptation benefit score

4.3.33 Climate resilience capacity score

4.3.45 Number of national policies, strategies, programmes and other system components contributing to zero hunger and other SDGs enhanced with WFP-facilitated South–South and triangular cooperation support

4.3.46 Percentage of users satisfied with services provided

4.3.48 Value of smallholder sales through WFP-supported aggregation systems (USD)

4.3.49 Volume of smallholder sales through WFP-supported aggregation systems (mt)

4.3.68 Shock Exposure Index (SEI)

4.3.83 Proportion of people engaged in Income generating activities (IGA) as a result of skills development trainings (FFT)

Activities and outputs

Activity 2: Provide training, financial services, and livelihood support to targeted individuals, including smallholder farmers, to enhance their resilience to shocks and stressors and access to income-generating opportunities

Output 2.1: Targeted individuals, especially those experiencing intersecting forms of vulnerability, benefit from an integrated package of support, including training and access to livelihoods resources and financial services, that helps them to manage shocks and stressors and promote gender equality and market access.

Activity category HIS-1.7: Household and individual skill and livelihood creation

Output standard 3.2: People and communities have increased skills, capacities and access to financial, energy and climate services for climate-adapted and sustainable livelihoods

Activity 3: Provide targeted communities with climate-adaptive solutions for asset creation and improving food systems while strengthening community capacities to manage shocks and stressors

Output 3.1 Targeted individuals and communities benefit from new or rehabilitated assets, enhanced capacity to use climate-smart technologies, and marketing support that improves agricultural productivity, adaptation to climate change, and access to markets.

Activity category CAR-1.9: Actions to protect against climate shocks

Output standard 3.1: People and communities have access to productive assets to better cope with shocks and stressors

Output 3.1 Targeted individuals and communities benefit from new or rehabilitated assets, enhanced capacity to use climate-smart technologies, and marketing support that improves agricultural productivity, adaptation to climate change, and access to markets.

Output standard 3.1: People and communities have access to productive assets to better cope with shocks and stressors

Output 3.2: Targeted communities and government institutions benefit from technical assistance aimed at improving climate services that inform inclusive and locally led anticipatory actions, early warning systems, and disaster risk reduction efforts and therefore reduce the risk of food insecurity.

Output standard 3.2: People and communities have increased skills, capacities and access to financial, energy and climate services for climate-adapted and sustainable livelihoods

Activity 4: Implement climate resilience projects for targeted individuals and communities on behalf of the Government and other actors

Activity category ODS-2.4: On-demand services

Output 4.1: Targeted individuals and communities benefit from WFP services provided to the Government and other actors that improve resilience, climate-adaptive capacities and national food systems.

Output standard 3.2: People and communities have increased skills, capacities and access to financial, energy and climate services for climate-adapted and sustainable livelihoods

SDG 17: Partnerships for the goals

SDG target 9: Capacity building

Country strategic plan outcome 3: National and subnational institutions in Iraq have enhanced ability to anticipate, prepare for, adapt and respond to shocks and stressors through improved disaster risk management and a more effective social protection system by 2029

WFP strategic outcome 4: National programmes and systems are strengthened

Focus area: resilience building

Assumptions

This outcome assumes continued strategic cooperation between international financial institutions and United Nations entities on technical support for the main national social assistance programmes, and a sustained commitment from the Government to further strengthening ownership of the national school feeding programme.

Outcome indicators

5.4.37 Number of national policies, strategies, programmes and other system components contributing to zero hunger and other SDGs enhanced with WFP capacity strengthening support

5.4.39 Resources mobilized (USD value) for national systems contributing to zero hunger and other SDGs with WFP capacity strengthening support

5.4.41 Number of national policies, strategies, programmes and other system components relating to school health and nutrition/including school feeding enhanced/developed with WFP capacity strengthening support and/or advocacy

5.4.43 SABER school feeding index

5.4.44 Number of people covered (WFP indirect beneficiaries) by national social protection systems or programmes to which WFP provided support

5.4.62 EPCI: Proportion of Emergency Preparedness Capacity Indicator (EPCI) capacity parameters with improved rating

Activities and outputs

Activity 5: Provide support to national and subnational institutions to improve capacities related to preparedness, early and anticipatory action and response to emergencies, shocks and stressors

Activity category EPA-1.1: Emergency preparedness and early action

Output 5.1: National and subnational institutions benefit from technical support aimed at improving emergency preparedness, information systems, and the operational capacities needed to anticipate, prepare for and respond efficiently and effectively to emergencies, shocks and stressors.

Output standard 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened

Activity 6: Provide technical and operational support to strengthen the building blocks of the social protection system to anticipate, prepare for, and respond to shocks, promote employment, improve nutrition and foster gender equality and social inclusion

Activity category SPS-1.10: Social protection sector support

Output 6.1: National and subnational institutions and social protection programmes, including school feeding, benefit from technical and operational support that improves their efficiency and interoperability in order to better anticipate, prepare for and respond to shocks, promote employment, improve nutrition, and foster gender equality and social inclusion.

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SDG 2: Zero hunger**CC.1. Protection****Cross-cutting indicators**

CC.1.1: Percentage of beneficiaries reporting no safety concerns experienced as a result of their engagement in WFP programmes

CC.1.2: Percentage of beneficiaries who report they experienced no barriers to accessing food and nutrition assistance

CC.1.3: Percentage of beneficiaries who report being treated with respect as a result of their engagement in programmes

CC.1.4: Number of women, men, boys and girls with disabilities accessing food/cash-based transfers/commodity vouchers/capacity strengthening services

CC.1.5: Country office meets or exceeds United Nations Disability Inclusion Strategy (UNDIS) entity accountability framework standards concerning accessibility (QCPR)

CC.1.6: Country Office Score on Meeting Standards for the Identification and Documentation of Conflict Analysis and Conflict Sensitivity Risks, and Implementation of Mitigation Measures

CC.2. Accountability**Cross-cutting indicators**

CC.2.1: Percentage of beneficiaries reporting they were provided with accessible information about WFP programmes, including PSEA

CC.2.2: Country office meets or exceeds UNDIS standards on consulting organizations of persons with disabilities (QCPR)

CC.2.3: Country office has a functioning community feedback mechanism

CC.2.4: Country office has an action plan on community engagement

CC.2.5: Number of children and adults who have access to a safe and accessible channel to report sexual exploitation and abuse by humanitarian, development, protection and/or other personnel who provide assistance to affected populations (IOM, OHCHR, UNDP)

CC.3. Gender equality and women's empowerment**Cross-cutting indicators**

CC.3.4: Proportion of women and men in decision-making entities who report meaningful participation

CC.3.5: Proportion of women and men reporting economic empowerment

CC.4. Environmental sustainability**Cross-cutting indicators**

CC.4.1: Proportion of field-level agreements (FLAs)/memorandums of understanding (MOUs)/construction contracts (CCs) for CSP activities screened for environmental and social risks

CC.5. Nutrition integration**Cross-cutting indicators**

CC.5.1: Percentage of people supported by WFP operations and services who are able to meet their nutritional needs through an effective combination of fortified food, specialized nutritious products and actions to support diet diversification

CC.5.2: Percentage of WFP beneficiaries who benefit from a nutrition-sensitive programme component

CC.5.3: Nutrition-sensitive score

SDG 17: Partnerships for the goals**CC.1. Protection****Cross-cutting indicators**

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ANNEX II

BENEFICIARIES BY COUNTRY STRATEGIC PLAN OUTCOME, ACTIVITY AND OUTPUT										
TIER 1 BENEFICIARIES										
Country strategic plan outcome	Activity	Output	Beneficiary group	2025	2026	2027	2028	2029	Total	
1	1	1	Girls	4 323	4 323	1 154	-	-	5 778	
			Boys	4 746	4 746	1 268	-	-	6 345	
			Women	5 639	5 639	1 509	-	-	7 534	
			Men	5 494	5 494	1 469	-	-	7 343	
			Total	20 202	20 202	5 400	-	-	27 000	
2	2	2.1	Girls	573	804	590	590	590	3 145	
			Boys	628	880	648	648	648	3 453	
			Women	742	1 045	772	772	772	4 103	
			Men	727	1 021	750	750	750	3 999	
			Total	2 670	3 750	2 760	2 760	2 760	14 700	
		2.2	Girls	590	295	295	167	167	1 514	
			Boys	648	324	324	183	183	1 662	
			Women	772	386	386	218	218	1 980	
			Men	750	375	375	212	212	1 924	
			Total	2 760	1 380	1 380	780	780	7 080	
	3	3	3.1	Girls	514	644	386	386	386	2 318
				Boys	564	706	422	422	422	2 541
				Women	670	834	502	502	502	3 003
				Men	652	816	490	490	490	2 938
Total				2 400	3 000	1 800	1 800	1 800	10 800	
3	6	6.1	Women	250	500	500	-	-	1 250	
			Men	250	500	500	-	-	1 250	
			Total	500	1 000	1 000	-	-	2 500	
Total (without overlap)				28 532	29 332	12 340	5 340	5 340	62 080	

ANNEX III

FOOD RATION (<i>g/person/day</i>) AND CASH-BASED TRANSFER VALUE (<i>USD/person/day</i>) BY COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY					
	Country strategic plan outcome 1		Country strategic plan outcome 2		
	Activity 1		Activity 2		Activity 3
Beneficiary type	Returnees from the Syrian Arab Republic	All other internally displaced persons	Livelihoods training	Agricultural marketing	Community assets
Modality	Cash-based transfers	Cash-based transfers	Cash-based transfers	Cash-based transfers	Cash-based transfers
Cash-based transfers	0.76	1.27	0.89	0.56	2.50
Number of feeding days per year	360	360	300	240	120

ANNEX IV

TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUES		
Food type/cash-based transfer	Total (mt)	Total (USD)
Cash-based transfers	-	14 142 455
Total	-	14 142 455

ANNEX V

INDICATIVE COST BREAKDOWN BY COUNTRY STRATEGIC PLAN OUTCOME (USD)				
	SDG target 2.1/WFP strategic outcome 1	SDG target 2.4/WFP strategic outcome 3	SDG target 17.9/WFP strategic outcome 4	Total
	CSP outcome 1	CSP outcome 2	CSP outcome 3	
Focus area	Crisis response	Resilience building	Resilience building	
Transfers	11 340 062	74 275 373	26 447 449	112 062 884
Implementation	1 793 819	13 007 910	4 499 642	19 301 371
Adjusted direct support costs	2 148 228	15 071 392	5 403 819	22 623 439
Subtotal	15 282 110	102 354 674	36 350 910	153 987 694
Indirect support costs (6.5 percent)	993 337	6 139 576	2 362 809	9 495 723
Total	16 275 447	108 494 251	38 713 719	163 483 416

Acronyms

CBT	cash-based transfer
CSP	country strategic plan
ILO	International Labour Organization
IOM	International Organization for Migration
NGO	non-governmental organization
SDG	Sustainable Development Goal
SSN	social safety net
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSDCF	United Nations sustainable development cooperation framework